

**AN ORDINANCE TO APPROVE A LARGE-SCALE REDEVELOPMENT
PROJECT KNOWN AS THE 'WILMINGTON FLATS
REDEVELOPMENT'**

#3880

Sponsors:

Council
President
Gregory

Council
Member
Williams

WHEREAS, pursuant to Section 48-476 of the City of Wilmington Code (the "Code"), Council of the City of Wilmington (the "Council"), after review by the City Planning Commission ("CPC") is authorized, after public hearing, to approve, with or without revisions, or disapprove applications submitted for large-scale redevelopment projects; and

WHEREAS, the Woodlawn Trustees, Inc. filed an application for a large-scale redevelopment project, named "The Wilmington Flats," being located generally upon the lands bounded by 4th, Ferris, 7th, Grant and Union Streets (the "Project"); and

WHEREAS, the CPC, by Resolution 9-13 and by report and analysis dated 11/15/2013 attached hereto as Exhibit A, recommends approval of the Project subject to the various conditions contained therein; and

WHEREAS, a duly advertised public hearing is to be held on December 12, 2013 in Council Chambers, prior to enactment of this Ordinance.

THE COUNCIL OF THE CITY OF WILMINGTON HEREBY ORDAINS:

SECTION 1. That the large-scale redevelopment project, as represented in the report and analysis attached hereto and incorporated herein, is approved subject to the conditions set forth in Resolution 9-13 of the City Planning Commission.

SECTION 2. The Department of Licenses and Inspections is hereby authorized to issue any and all building permits in accordance with the plan approved herein.


SECTION 3. This ordinance shall be deemed effective upon its date of passage by City Council and approval by the Mayor.

First Reading. November 21, 2013
Second Reading. . . November 21, 2013
Third Reading. . . December 12, 2013

Passed by City Council,




President of City Council

ATTEST: 

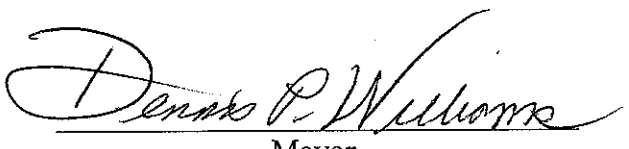
City Clerk

Approved as to form this
30th day of November, 2013



Assistant City Solicitor

Approved this 17th day of December, 2013



Mayor

SYNOPSIS: This ordinance approves the application and site plan for a large-scale redevelopment project, named "The Wilmington Flats," submitted by the Woodlawn Trustees, Inc. in the area being generally bounded by 4th, Ferris, 7th, Grant and Union Streets. The approval is subject to the conditions of the City Planning Commission as depicted in Resolution 9-13.

**CITY PLANNING COMMISSION
OF THE PLANNING DEPARTMENT
CITY OF WILMINGTON
RESOLUTION 9-13**

WHEREAS, the City Planning Commission, under regulations adopted by City Council, is authorized to review all large scale redevelopment projects submitted to the Department of Planning of the City of Wilmington; and

WHEREAS, Section 48-476 of the Wilmington City Code provides for the review of large scale residential, institutional, or commercial developments to encourage the redevelopment of older areas of the City and to provide more efficient overall planning than is possible under strict application of the use, height and area provisions of each individual building; and

WHEREAS, the Department of Planning has received an application from the Woodlawn Trustees Inc., for the approval of a large scale redevelopment project titled, "The Wilmington Flats," generally located within the area bounded by the following Streets: Fourth, Ferris, Seventh, Grant and Union; and for which the purpose is to redevelop eleven blocks of existing housing known as the Flats Neighborhood into more efficient, mixed use affordable rental housing; and

WHEREAS, the application certifies that: 1) the area of development contains ten (10) or more acres; 2) the applicant is the legal or equitable contract owner of all rights in the entire area; 3) the proposal involves the demolition or rehabilitation of all buildings which are not structurally sound, no longer provide economic use for the land in their present use of configuration, or are devoted to a nonconforming use; and

WHEREAS, Section 2-306 and Section 42-11 of the Wilmington City Code requires the City Planning Commission to review all plans for the physical development of the City, including the proposed removal of a City owned street; and

WHEREAS, the large scale redevelopment application proposes the removal of Springer Street between Fifth Street and Seventh Street to allow for construction of two mid-rise apartment buildings as part of the proposal; and

WHEREAS, as part of the large scale redevelopment review, the Planning Department has examined and made recommendations regarding site design, building design, parking lot design, streetscape, open space amenities, parking lot landscaping and infrastructure improvements and for compliance with Section 48-476; and

WHEREAS, the Department of Planning has solicited comments from the Departments of Licenses and Inspections and Public Works, and the Fire Marshal's Office, and the following comments were received:

- In a memo dated November 13, 2013, the Department of Licenses and Inspections indicates that they have reviewed the plans and concurs that the applicant's proposal is in compliance with City Code Section 48-476, large scale redevelopment projects and had no adverse comments with regard to the proposal.
- The Fire Marshal's Office had no adverse comments with regard to the proposal but requests that bulb-outs located within the parking lots be constructed with rolled curb and gutter rather than traditional curbing so as to be drivable and to better accommodate fire apparatus turning radii in said areas.
- The Department of Public Works notes that street tree permits are required prior to adding, removing or modifying any street tree within Wilmington City right-of-way. Additionally, two new trees must be planted for every existing street tree that is removed. Stormwater and Erosion and Sediment Control plans will need to be submitted to and reviewed by the Department of Public Works prior to the issuance of any building permits. Finally, water and sewer infrastructure mains will need to be evaluated in conjunction with the utility planning for this proposal to ensure suitable capacity exists for the denser blocks. Where capacity may be lacking, sewer and/or water main upgrades may be required.

WHEREAS, the Department of Planning, after reviewing the site plan recommends that the large scale redevelopment project be approved subject to the following conditions:

1. Pedestrian connections must be shown between the front entrances of the residential units to the sidewalk as well as from the rear entrances of the units and the associated parking lot and/or internal sidewalk system.
2. Details pertaining to the design, location and construction of the Flats gateway arch must be provided to the Departments of Planning, Public Works and Licenses and Inspections for review.
3. Delmarva and local telecom companies should be engaged to proactively address service issues. For reliability of service, safety and aesthetics, overhead utilities in commercial areas should be located underground where feasible. It is highly recommended that the overhead utilities on the western side of Union Street, between Fourth Street and Seventh Street, be located underground. Additionally, consideration should be given to running overhead utilities internally through blocks, avoiding placement within the public right-of-way surrounding blocks.
4. The Department of Public Works should be engaged to address safety issues and design of the intersection between the Bancroft Parkway, West Ninth Street and Grant Avenue. It is recommended that a small traffic circle, that meets radii requirements for DART buses and is passable for Fire Department apparatus, be investigated for this intersection.
5. A developer agreement is suggested between the Woodlawn Trustees and the City of Wilmington stipulating the terms of transfer for the proposed street lights. Included within the developer agreement should be a warrantee period for installed fixtures and associated wiring.
6. Bike racks are suggested within the Union Street right-of-way, preferably within close proximity to the two mixed use buildings near Sixth Street.
7. Due to the close proximity of block 1.1 to the Woodlawn Playground, it is recommended that the proposed tot-lot be relocated from within this block to a more central location. Suggested locations for said relocation include utilization

of the “greens” in front either of the mid-rise apartment buildings on the eastern corners of the intersection between Bayard Avenue and West Sixth Street.

8. The developer should salvage and reuse, to the extent possible, materials from the demolition process.
9. The developer is encouraged, when feasible, to hire Wilmington based contractors to complete aspects of the development.
10. The recommendations under C(5), Section 1(b), are to be included in the final site plan.

WHEREAS, the Planning Department reviewed factors related to the removal of Springer Street including the ownership of the affected street bed which has been verified by the City; and

WHEREAS, the Planning Department examined the impact on the surrounding transportation network, potential primary impacts on adjacent property owners relating to the street vacation, and secondary impacts to the neighborhood’s traffic volumes and found that the removal of Spring Street would not impact said factors; and

WHEREAS, the Department of Planning has reviewed the proposed street removal in the context of the large scale redevelopment plan and recommends its removal from the official City Map with the following conditions:

1. The Department of Public Works should be engaged with regard to relocation of the existing sanitary sewer line and possible water line that exist in the Springer Street road bed. A developer agreement must be enacted for any new infrastructure installed that is to be conveyed to the City of Wilmington.
2. Delmarva Power and local telecom companies must be engaged with regard to the relocation of overhead wires within the Springer Street right-of-way.

WHEREAS, a public notice of the Planning Commission’s meeting agenda was posted on the City’s website and in the lobby of the Louis L. Redding City/County Building and was mailed to the standard Commission mailing list recipients on November 12, 2013; and

WHEREAS, the Planning Commission considered the analysis as prepared by the Planning Department and other information in the public record when making their determination.

NOW, THEREFORE, BE IT RESOLVED, that the City Planning Commission has reviewed the large scale redevelopment project titled, “Wilmington Flats,” and accepts the conditions of the Departments of Planning, Licenses and Inspection, Public Works, and the Fire Marshal’s Office as follows:

A. Conditions for the Site Plan – City Departments

- The Fire Marshal’s Office requests that bulb-outs located within the parking lots be constructed with rolled curb and gutter rather than traditional curbing so as to be drivable and to better accommodate fire apparatus turning radii in said areas.

- The Department of Public Works notes that street tree permits are required prior to adding, removing or modifying any street tree within Wilmington City right-of-way; that two new trees must be planted for every existing street tree that is removed; that stormwater and Erosion and Sediment Control plans will need to be submitted to and reviewed by the Department of Public Works prior to the issuance of any building permits; and that water and sewer infrastructure mains will need to be evaluated in conjunction with the utility planning for this proposal to ensure suitable capacity exists for the denser blocks. Where capacity may be lacking, sewer and/or water main upgrades may be required; and
- In a memo dated November 13, 2013, the Department of Licenses and Inspections indicates that they have reviewed the plans and concurs that the applicant's proposal is in compliance with City Code Section 48-476, large scale redevelopment projects and had no adverse comments with regard to the proposal.

B. Conditions for the Site Plan – Planning Department

1. Pedestrian connections must be shown between the front entrances of the residential units to the sidewalk as well as from the rear entrances of the units and the associated parking lot and/or internal sidewalk system.
2. Details pertaining to the design, location and construction of the Flats gateway arch must be provided to the Departments of Planning, Public Works and Licenses and Inspections for review.
3. Delmarva and local telecom companies should be engaged to proactively address service issues. For reliability of service, safety and aesthetics, overhead utilities in commercial areas should be located underground where feasible. It is highly recommended that the overhead utilities on the western side of Union Street, between Fourth Street and Seventh Street, be located underground. Additionally, consideration should be given to running overhead utilities internally through blocks, avoiding placement within the public right-of-way surrounding blocks.
4. The Department of Public Works should be engaged to address safety issues and design of the intersection between the Bancroft Parkway, West Ninth Street and Grant Avenue. It is recommended that a small traffic circle, that meets radii requirements for DART buses and is passable for Fire Department apparatus, be investigated for this intersection.
5. A developer agreement is suggested between the Woodlawn Trustees and the City of Wilmington stipulating the terms of transfer for the proposed street lights. Included within the developer agreement should be a warrantee period for installed fixtures and associated wiring.
6. Bike racks are suggested within the Union Street right-of-way, preferably within close proximity to the two mixed use buildings near Sixth Street.
7. Due to the close proximity of block 1.1 to the Woodlawn Playground, it is recommended that the proposed tot-lot be relocated from within this block to a more central location. Suggested locations for said relocation include utilization of the "greens" in front either of the mid-rise apartment buildings on the eastern corners of the intersection between Bayard Avenue and West Sixth Street.

8. The developer should salvage and reuse, to the extent possible, materials from the demolition process.
9. The developer is encouraged, when feasible, to hire Wilmington based contractors to complete aspects of the development.
10. The recommendations under C(5), Section 1(b), are to be included in the final site plan.

C. Conditions for the Removal of Springer Street

1. The Department of Public Works should be engaged with regard to relocation of the existing sanitary sewer line and possible water line that exist in the Springer Street road bed. A developer agreement must be enacted for any new infrastructure installed that is to be conveyed to the City of Wilmington.
2. Delmarva Power and local telecom companies must be engaged with regard to the relocation of overhead wires within the Springer Street right-of-way.

FURTHER RESOLVED, the City Planning Commission has reviewed the Planning Department analysis dated November 15, 2013 related to the large scale redevelopment project, titled "Wilmington Flats," and finds the project to be in accordance with Section 48-476 of the City Code, and hereby recommends to City Council that the project be approved with the conditions as stipulated.



Polly Weir, Chairperson
City Planning Commission



Sophia Hanson, Director
Department of Planning

Date: November 19, 2013

CITY OF WILMINGTON
DEPARTMENT OF PLANNING AND URBAN DESIGN

To: City Planning Commission

From: Department of Planning

Date: November 15, 2013

Re: Resolution 9-13: Review of the Wilmington Flats Large Scale Redevelopment Project and related request for the vacation of Springer Street on the site generally bounded by Fourth, Ferris, Seventh, Grant and Union Streets. The applicant is proposing to remove Springer Street in its entirety and redevelop eleven blocks of existing housing known as the Flats neighborhood into more efficient, mixed use affordable rental housing. This project is being reviewed under Section 48-476 of the City Code.

A. Requested Action / Purpose

The City of Wilmington received a request from the Woodlawn Trustees, for the review and approval of a large scale redevelopment project and related street removal, titled "Wilmington Flats." The proposal is in excess of 10 acres in size and is generally bounded by the following Streets: Fourth, Ferris, Seventh, Grant and Union. The street proposed for removal is Springer Street in its entirety. The area is zoned R-3 one family row houses. The overall purpose of this project is to redevelop eleven blocks of existing housing known as the Flats Neighborhood into more efficient, mixed use affordable rental housing. The proposal is being reviewed under Section 48-476 of the City Code, which is summarized in the analysis (Section C).

B. History

The Flats neighborhood was conceived by Wilmington industrialist and philanthropist William Poole Bancroft (1835 – 1928) as a planned community of well-built and compact rental housing intended for working class citizens.

Bancroft's vision is described in an article from 1922 entitled Woodlawn Trustees, Inc.: A Story of Social Service on a Practical Basis, by E. D. Prince, editor of the *Equitable Monthly*: "William P. Bancroft believed that proper surroundings as expressed in comfortable, sanitary homes, clean well-kept streets, beautiful trees and shrubbery, public parks, playgrounds and a well-planned city, would mean healthier, happier people and having been devoted to the up-building of our public parks, he was determined to carry his ideas a step further. The result was the formation in 1901 of the Woodlawn Company, one of its objects being to provide for workers, the right kind of homes at reasonable rentals. The Woodlawn Company demonstrated the fact that comfortable homes could, at that time, be built and maintained on a business basis at moderate rentals and show a fair return on the money invested."

The Flats neighborhood was built over a ten year period (1903 – 1913) on unimproved blocks in the City's southwestern section. It consists of twenty rows of brick structures, containing 270 dwellings accommodating 390 families (estimated in 1924 to shelter 1,300 – 1,500 people). A

library, kindergarten, and corner stores were included. The Flats were constructed with durable materials, including brick walls and steel balustrades. The incorporation of modest architectural ornament and variable symmetry portrayed, and still portrays, respect for the urban environment and an understanding of the contribution of aesthetics to "quality of life" considerations in housing. These and other factors have contributed to the longevity of the development on the landscape.

In order to accommodate the compact design of the Flats row houses in a more efficient manner, four (4) city blocks, between 5th Street and 7th Street, and between Woodlawn Avenue and Grant Avenue, were bisected by a pair of two-block long streets. The Woodlawn Company deeded the bed of Springer Street to the City in 1905, and the bed of Ferris Street was deeded to the City in 1911.

William Bancroft is considered the "father of Wilmington's park system" for his contributions while a member and officer of the Board of Park Commissioners (1883 - 1910), and for generous donations of land and money to establish City parks. Beginning in 1905, Bancroft established a parkway with a wide, planted median between 4th Street and 7th Street as the primary green space for the Flats neighborhood. Known as Bancroft Parkway since 1932, the 160-foot wide parkway serves as a major City greenspace from Delaware Avenue to Union Park Gardens.

By the end of World War I, Bancroft had acquired over 2,000 additional acres in Brandywine Hundred, New Castle County, and the Woodlawn Company became incorporated as the Woodlawn Trustees, Inc. in 1919 to reflect this larger planning and controlled development focus.

C. Analysis

1. Section 48-476. - Large-scale redevelopment projects.

(a) *Purpose. The purpose of this section is to encourage the redevelopment of the older areas of the city by large-scale residential, institutional or commercial developments which might offer a variety of building types and more efficient overall planning than is possible under the strict application of the use, height and area provisions of this chapter to each individual building. The procedures and standards established in this section are designed to ensure that the overall densities of each such large-scale project shall not be in excess of those permitted by the present zoning of the area, that due consideration shall be given to circulation within, to and from the site and that the light, air and general welfare of all neighboring property shall not be impaired by the proposed development.*

(b) *Size and character of site. When an application is filed for approval of a large-scale redevelopment project such application shall certify that:*

- (1) *The area to be included in the development, which may include the area of any street proposed to be abandoned, contains ten or more acres.*
- (2) *The applicant is the legal or equitable contract owner of all rights in the entire area.*

- (3) *The proposal involves the demolition or rehabilitation of all buildings which are not structurally sound, no longer provide an economic use for the land in their present use or configuration, or are devoted to a nonconforming use.*
 - (c) *Site plan. Each application for a large-scale redevelopment project shall be submitted to the zoning administrator with five copies of a site plan drawn to scale, showing:*
 - (1) The proposed use, location, dimensions and architectural elevations of all buildings and other structures;*
 - (2) The open areas of the proposed development;*
 - (3) Existing zoning classifications of the site and of all property within 200 feet there from; and*
 - (4) The location of public and private rights-of-way, encumbrances and easements bounding and intersecting the area and indications as to which of these are to be continued, relocated or abandoned.*
 - (d) *Standards. The proposed development as shown on the site plan shall conform with the following standards:*
 - (1) The gross floor area of all buildings does not exceed the sum of the total permitted by the maximum floor area ratios established by this chapter for each district within which the site is located. If any part of the site lies within a district for which no floor area ratio is established by this chapter, the zoning administrator shall determine an equivalent floor area ratio for such district based on the other height, density and area regulations established herein for such district;*
 - (2) The provision for light and air is in all respects adequate to the special circumstances and the open spaces at least equivalent to the requirements of this chapter, although there may be a variation in the required building setback lines, side yards, and rear yards; and*
 - (3) Properly planned and adequate parking spaces and loading berths are provided within the designated area, and their total capacity shall be not less than the total re-quired by the provisions of article X of this chapter.*
 - (e) *Procedure. Within ten days after receipt of the application, the zoning administrator shall submit the application to the city planning commission for its review and report, in which such commission shall give consideration to its relation to the comprehensive development plan for the city. The city planning commission shall submit its report to city council within 60 days with its recommendation which may be either for approval, approval with revisions, or disapproval. After receipt of the report of the city planning commission, city council shall, after public hearing, approve, with or without revisions, or disapprove the application and accompanying site plan and, if approved, shall authorize the building inspector to issue building permits in accordance therewith. Such action shall not conflict with the recommendations of the city planning commission except by a three-quarters vote of city council. No modification of the site plan approved by city council shall be*

permitted unless processed as a new application in accordance with the procedure set forth in this section.

One of the advantages of utilizing Section 48-476 in the review of a development proposal is that efficiency can be achieved by addressing zoning issues for the entire area upfront rather than for each development phase. Flexibility in design is afforded in a manner that provides a more efficient overall planning than is possible under the strict application of the use, height and area provisions of each individual building. Once the proposal is approved by City Council, the permitting process begins in Licenses and Inspections and there are no opportunities to amend the project without going through the entire review process again.

2. Current Conditions.

In order for the Woodlawn Trustees to effectively ensure continuance of Mr. Bancroft's intent for affordable workforce housing, the board examined the sustainability and long term viability of the existing Flats apartments.

Information submitted by the applicant noted that the current 430 residential units are constructed of brick, are two stories in stature, have plaster/lathe walls and consist of small rooms with little storage for residents. When examined from an efficiency standpoint, the analysis concluded that the Flats apartments were expensive to heat and cool from an energy standpoint. From a dwelling desirability standpoint, the unit designs were found to be obsolete due to the lack of modern amenities and constrained floor plans, and the cost of retrofitting the existing units to be more modern was found to be extremely expensive, unpractical and nonviable.

The Trustees analysis also found that the neighborhood amenities also proved to be as constrained as the apartments. The units has very small rear yards that are virtually unusable. Flexible neighborhood space within the neighborhood is nearly non-existent with exception to the Bancroft Parkway and Woodlawn Library. Finally, parking for the existing units is currently limited to on-street and feedback from residents clearly indicates that there is a capacity shortage.

3. Proposal (General Summary)

The Woodlawn Trustees, over the course of ten years, and seven development phases, are proposing to redevelop the 10+ acres that constitute the Flats neighborhood. During the construction process, current residents will be shifted, when needed, to units that have become available due to normal vacancy attrition. The new neighborhood layout will have many common areas and off street parking will be available throughout. Generally, the buildings proposed around the perimeter of the nine block project area are designed to be 2-story townhouses and 2-story apartment flats to match the scale of the surrounding neighborhood. The buildings internal to the project area will be 3-4 story apartment flats and 3 story townhouses.

Summary of Proposed Action:

1. The demolition of 430 existing rental flats; one office unit; and one commercial unit;
2. The construction of 450 rental units of a variety of types; two commercial/community units;
3. The rehabilitation and preservation of a typical streetscape, identified as fourteen (14) existing Flats units along Bancroft Parkway between West 7th Street and West 8th Street (north of block 1.1). This project will be completed separately.
4. The construction of 10 parking lots containing 391 parking spaces;
5. Removal of Springer Street; and the revitalization of the remaining street grid;
6. The construction of a tot-lot; and
7. Installation of a "Flats Neighborhood" gateway arch across the 6th Street right-of-way at Union Street.

The first two phases are slated to begin along Union Street and Grant Street. The latter phases will generally be completed block-by-block moving westerly, starting from the Bancroft Parkway, with the last phases being along Ferris Street. See Attachment 1 for the Concept Plan.

4. Summary of Outreach Efforts and City Actions

Outreach: A summary of the meetings in which the Woodlawn Trustees has engaged the City of Wilmington, other government agencies, neighborhood civic and community organizations, and the general public, is provided under Attachment 2.

City Actions:

The Design Review and Preservation Commission reviewed the Wilmington Flats proposal at their special meeting of August 15, 2013 and approved Resolution 21-13, Permit Referral DR-1438. The resolution requires the documentation of the Flats according to HABS/HAER standards, and also confirms that the design may not change.

The Zoning Board of Adjustment, at their meeting of November 13, 2013, reviewed and approved a request by the Woodlawn Trustees to vary the off-street parking requirements from the 450 required spaces, to 360 off street-spaces.

5. Review Components

This analysis will examine the Flats Neighborhood Large Scale Redevelopment Project (hereafter referred to the Flats proposal) for the following:

Section 1. Site Plan and Parking Lot Landscaping review. On a block-by-block basis, consideration will be given to building design, infrastructure, streetscape, amenities and transportation issues. Additionally, parking lot landscaping will also be evaluated with consideration given to the lot's design, lighting, landscaping, trees, ingress & egress and screening.

Section 2. Street Removal review. Included within this review will be impacts of the proposed Springer Street removal on the surrounding street network, impacts to water and sewer infrastructure, and an infrastructure/developer agreement for infrastructure relocation.

Section 3. Large Scale Redevelopment Issues and Recommendations. Summary of Department Recommendations, including those relating to transportation, community, neighborhood identity and project implementation.

Section 1. Site Plan and Parking Lot Landscaping Review

The site plan and parking lot landscaping review components will be consolidated for this review. Perimeter and interior landscaping, as well as perimeter and interior parking lot trees, will be examined per the Parking Lot Landscaping regulations under Division 3. Parking Lots, Subdivision II. Landscaping Requirements.

a) Common Site Design Review Elements:

Common project design elements, which are consistent from block to block, are described below to avoid redundancy. Note: Each block description includes the specific reference to the relevant appendix for design details.

Dumpsters: Within the parking area of each block of the Flats Proposal, a screened communal dumpster will be provided. This will alleviate the current situation for the Flats neighborhood residents, which requires each unit to have its own trash and recycling cans.

Fire safety: The Woodlawn Trustees engaged the Wilmington Fire Marshall early in the design process and as a result, fifteen (15) new fire hydrants are to be installed at strategic locations throughout the neighborhood. Additionally, every new building will have a fire department connection.

Street lights: The Trustees will coordinate with the Department of Public Works to ensure that the lights installed are consistent with those typically used by the City. All street lights are slated for dedication to the City.

Park benches/trash receptacles: Park benches and trash receptacles are proposed, one each, on the eastern and western side of every block proposed for redevelopment with exception to the portions of right-of-way facing the Bancroft Parkway, each of which will get two (2) benches and two (2) trash receptacles.

Bike racks: To accommodate those residents who choose to ride bicycles as a mode of transportation or leisure, the applicant is proposing a centrally located bike rack internally within each of the redevelopment blocks.

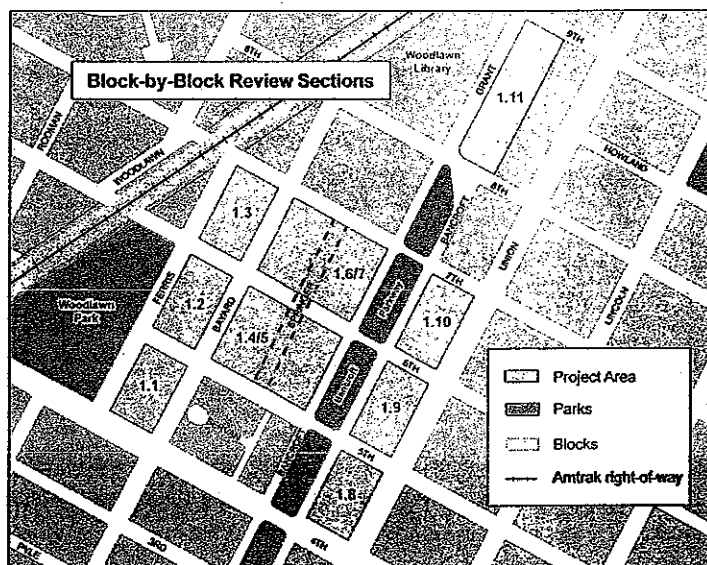
Street trees: As a result of this proposal, the Flats neighborhood will undergo a net gain in street trees. Trees proposed include, but are not limited to cherries, elms, maples and ginkgos.

Security measures: As part of the proposal, closed circuit security monitors will be situated throughout the neighborhood and will be monitored by the Woodlawn rental office.

American with Disabilities Act (ADA) compliance: All new sidewalks will be installed with ADA accessible ramps. Multiple units throughout the proposal will be ADA accessible.

b) Block-by-Block Site Plan/Parking Lot Analysis

To make conveyance of information reader friendly, the site plan review has been conducted on a block-by-block basis. Please refer to the map below for block assignment. All illustrations are included as appendices under Attachment 3.



Block 1.1. Boundaries: West Fourth Street, Ferris Street, West Fifth Street and Bayard Avenue

Site Design: Block 1.1 is proposed to have six (6) buildings comprising 36 residential units and 29,144 square feet of total living space, all of which are to be designed as 2-story apartment flats. The two (2) elongated buildings that face onto Ferris Street and Baynard Avenue respectively are to each have ten (10) apartments (five per floor). The buildings will have peaked roofs and accenting street facing eaves, as well as front porches on the first level and balconies for second story units (see Appendix B, 6.0 and 6.1 – Appendix C, external wall cross section, 7.4). A key design element for this block is the multiple means of pedestrian access to the center court parking area. Visually, this block is important as it is highly noticeable from the Fourth Street corridor which is a major thoroughfare. The scale of

the proposed buildings blend with the scale of the surrounding neighborhood well, and the similar height of the buildings provides a good transition from the corridor to the internal blocks which are proposed for taller buildings and a higher density.

The four (4) corner buildings each have a width similar to the "double" or "twin" style residential dwellings which are common in this area of the City (see Appendix B, 6.2). These buildings will each contain four (4) two-bedroom flats (2 units per floor). The peaked roofs of the proposed units add architectural interest to the development and also match the style of the remainder of the block. First floor units will have front porches and balconies will be provided for the second story units.

Right-of-way: Six (6) street trees are proposed within the rights-of-way surrounding the block and thirteen (13) street trees are to be preserved. Eleven (11) new street lights are proposed.

The block will have amenities for residents, including a tot-lot measuring approximately 400 square feet in size. While the tot-lot will be in the vicinity of the parking area, a 6' high fence will separate the playground from the parking lot.

Parking lot design: Block 1.1 includes a parking lot with a total of 26 spaces designed with a standard central vehicular aisle and two rows of parking on either side. There are two, 24' wide, standard two-way curbcuts for vehicular ingress and egress. Two (2) landscaping "peninsulas" extend into the lot at the midpoint of the parking rows, each planted with a tree. Shrubs are located at the curbcuts to screen the lot from the public right-of-way.

The parking lot landscaping standards are met with the following exception: 360 square feet of internal landscaping is required.

Block 1.1 Recommendations:

1. 360 square feet of internal parking lot landscaping is required.
2. Due to the close proximity of this block to the Woodlawn City Park, located at the corner of Ferris Street and West Sixth Street, it is recommended that the tot-lot be relocated to an area that is more central to the Flats development.

Block 1.2. Boundaries: West Fifth Street, Ferris Street, West Sixth Street and Bayard Avenue

Site Design: Block 1.2 is proposed to have two (2) buildings comprising 34 residential units and 44,937 square feet of total living space. The elongated building that faces onto West Fifth Street will have 7, two-story townhouse units and will appear very similar in architectural style to the current Flats (see Appendix B, 6.3 – Appendix C, external wall cross section, 7.0). The larger three-story apartment building, comprised of flats, is across the street from the Woodlawn City park and catty-corner to a Woodlawn Trustee maintenance building, so there is no anticipated negative impact by the apartments on the existing neighboring properties (see Appendix C, external wall cross section, 7.3).

Right-of-way: Surrounding block 1.2, nine (9) new street trees will be added to supplement the twelve (12) that are to be preserved. Twelve (12) new street lights are to be installed within the right-of-way.

Parking lot design: Block 1.2 includes a parking lot with a total of 32 spaces and has a central aisle that winds through the center of the block. There are two 24' wide standard two-way points of vehicular ingress and egress. There are six (6) areas of internal landscaping of which four (4) are "peninsulas." Six (6) internal parking lot trees are proposed and continuous landscaping is proposed between the parking and street right-of-way.

The parking lot landscaping standards are met with the following exception: 450 square feet of internal landscaping is required.

Block 1.2 Recommendations:

1. 450 square feet of internal parking lot landscaping is required.

Block 1.3 Boundaries: West Sixth Street, Ferris Street, West Seventh Street and Bayard Avenue

Site Design: Block 1.3 is proposed to have two (2) buildings comprising 34 residential units and 44,937 square feet of total living space. The elongated building that faces onto West Seventh Street will have 7, two-story townhouse units and will appear very similar in architectural style to the current Flats (see Appendix B, 6.3 – Appendix C, external wall cross section, 7.0). The larger three-story apartment building, comprised of flats, is across the street from a Woodlawn Trustee maintenance building and catty-corner to a City park so there is no anticipated negative impact by the apartments on the existing neighboring properties (see Appendix C, external wall cross section, 7.3).

Right-of-way: Surrounding block 1.3, six (6) new street trees will be added to supplement the eleven (11) that are to be preserved. Thirteen (13) new street lights are to be installed within the right-of-way.

Parking lot design: Block 1.3 includes a parking lot with a total of 32 spaces and has a central aisle that winds through the center of the block. There are two 24' wide standard two-way curbcuts for vehicular ingress and egress. There are six (6) areas of internal landscaping of which four (4) are "peninsulas." Four (4) internal parking lot trees are proposed and continuous landscaping is proposed between the parking area and the street right-of-way.

The parking lot landscaping standards are met with the following exception: 450 square feet of internal landscaping is required.

Block 1.3 Recommendations:

1. 450 square feet of internal parking lot landscaping is required.

Block 1.4/1.5. Boundaries: Combined blocks bounded by West Fifth, Baynard Avenue, West Sixth and the Bancroft Parkway.

Site Design: For review purposes, blocks of 1.4 and 1.5 are combined for review due to the proposed vacation of Springer Street (see Section 2. Street Vacation Review). This area contains three (3) buildings containing a total of 102 dwelling units and 125,171 square feet of total living space. Two of the buildings will be 3 and 4 stories respectively, and designed as apartment flats. The apartment building which will face onto the Bancroft Parkway is slated to be four stories in height with 47 units (see Appendix B, 6.4 and 6.5 - Appendix C 7.2 for the external wall cross section). A three story apartment building, with 39 units, will sit at the corner West Sixth Street and Baynard Avenue, set back from the corner with a grassed lawn in front (see Appendix B, 6.6 and 6.7 - Appendix C, external wall cross section, 7.3) and some of the units will have patios or balconies. Finally, a double-stacked row of apartments, visually appearing as 3-story townhouses (16 total units), with rear loading garages, are proposed (see Appendix C, external wall cross section, 7.1).

Right-of-way: Surrounding combined block 1.4/1.5, thirteen (13) new street trees will be added to supplement the fourteen (14) that are to be preserved. Fifteen (15) new street lights are to be installed within the surrounding right-of-way.

Parking lot design: Block 1.4/1.5 includes a parking lot with a total of 64 spaces and has two central aisles that come together as a "T" at the center of the block. Additionally, the drive serves as access to eight (8) garage units. There are four (4) areas of internal landscaping which are "peninsulas." Seven (7) internal parking lot trees and continuous landscaping consisting of shrubbery are proposed between the parking areas and street right-of-ways.

The parking lot landscaping standards are met with the following exception: 945 square feet of internal landscaping is required.

Block 1.4/1.5 Recommendations:

1. 945 square feet of internal parking lot landscaping is required.
2. A street light is suggested along West Fifth Street in the vicinity of building #3.

Block 1.6/1.7. Boundaries: Combined blocks bounded by West Sixth, Baynard Avenue, West Seventh and the Bancroft Parkway.

Site Design: For review purposes, blocks of 1.6 and 1.7 are combined for review due to the proposed vacation of Springer Street (see Section 2. Street Vacation Review). This area contains three (3) buildings containing a total of 102 dwelling units and 125,171 square feet of total living space. Two of the buildings will be 3 and 4 stories respectively, and designed as apartment flats. The apartment building which will face onto the Bancroft Parkway is slated to be four stories in height with 47 units (see Appendix B, 6.4 and 6.5 - Appendix C, external wall cross section, 7.2). A three story apartment building, with 39 units, will sit at the corner West Sixth Street and Baynard Avenue, set back from the corner with a grassed lawn in front (see Appendix B, 6.6 and 6.7 - Appendix C, external wall cross section, 7.3)

and some of the units will have patios or balconies. Finally, a double-stacked row of apartments, visually appearing as 3-story townhouses (16 total units), with rear loading garages are proposed (see Appendix C, external wall cross section, 7.1).

Right-of-way: Surrounding combined block 1.6/1.7, eleven (11) new street trees will be added to supplement the seventeen (17) that are to be preserved. Fourteen (14) new street lights are to be installed within the surrounding right-of-way.

Parking lot design: Block 1.6/1.7 includes a parking lot with a total of 64 spaces and has two central aisles that come together as a "T" at the center of the block. Additionally, the drive serves as access to eight (8) garage units. There are four (4) areas of internal landscaping which are "peninsulas." Seven (7) internal parking lot trees and continuous landscaping consisting of shrubbery are proposed between the parking areas and street right-of-ways.

The parking lot landscaping standards are met with the following exception: 945 square feet of internal landscaping is required.

Block 1.6/1.7 Recommendations:

1. 945 square feet of internal parking lot landscaping is required.

Block 1.8. Boundaries: West Fourth Street, Bancroft Parkway, West Fifth Street and Union Street.

Site Design: Block 1.8 is proposed to have six (6) buildings comprising 36 residential units and 29,144 square feet of total living space, all of which are to be designed as 2-story apartment flats. The elongated buildings that face onto the Bancroft Parkway and Union Street are to each have ten (10) apartments (5 per floor) that will have peaked roofs and accenting street facing eaves as well as front porches and balconies for second story units (see Appendix B, 6.0 and 6.1 – Appendix C, external wall cross section, 7.4). A key design element for this block is the multiple means of pedestrian access to the center court parking area. Visually, this block is important as it is highly noticeable from Fourth Street which is a major thoroughfare, and to that end, the scale of the proposed buildings blend with the scale of the surrounding neighborhood well. The similar height of the buildings provides a good transition between the internal blocks that have taller buildings and higher density.

The four (4) corner buildings each have a width similar to "double" or "twin" style building types which are common in this portion of the City (see Appendix B, 6.2). These buildings will each contain four (4) apartments (2 per floor). The peaked roofs of the proposed units add some architectural style to the development, which match the style of the remainder of the block. First floor units will have front porches and balconies will be provided for the second story units.

Right-of-way: Surrounding block 1.8, eight (8) new street trees will be added to supplement the twelve (12) that are to be preserved. Eight (8) new street lights are to be installed within the surrounding right-of-way.

Parking lot design: Block 1.8 includes a parking lot with a total of 26 spaces with a standard central vehicular aisle and two rows of parking on either side. There are two 24' wide standard two-way points of vehicular ingress and egress. Two (2) landscaping "peninsulas" break extend into the lot at the midpoint of the parking rows with each planted with a standard parking lot tree. Shrubs are located at the points of ingress and egress to help screen the lot from the public right-of-way.

The parking lot landscaping standards are met with the following exception: 360 square feet of internal landscaping is required.

Block 1.8 Recommendations:

1. 360 square feet of internal parking lot landscaping is required.
2. Due to the volume of traffic at the intersection of Union Street and Fourth Street, ground floor residential is not recommended at this location. Instead, it is suggested that a related community service or corner commercial use be located within the ground floor unit at the corner of Union Street and Fourth Street to be consistent with the land uses on the other four corners of the intersection.

Block 1.9. Boundaries: West Fifth Street, Bancroft Parkway, West Sixth Street and Union Street.

Site Design: Block 1.9 is proposed to have three (3) buildings consisting of 35 total residential units and 44,919 square feet of total living space. The primary building will be a three story low-rise apartment building, comprised of flats, which will be set back from Union Street and will overlook the Bancroft Parkway (see Appendix B, 3.16 - Appendix C, exterior wall section 7.3). The building at the corner of Union Street and West Sixth Street will be two stories with the ground floor being either commercial or community gathering space and the second floor containing two (2) dwelling units. Finally, a three story, four unit apartment building that will be designed to look like townhomes, is proposed at the corner of West Fifth Street and the Bancroft Parkway which will have four rear-loading garages (see Appendix B, 3.13).

Right-of-way: Surrounding block 1.9, eleven (11) new street trees will be added to supplement the nine (9) that are to be preserved. Ten (10) new street lights are to be installed within the surrounding right-of-way.

Parking lot design: Block 1.9 includes a parking lot with a total of 30 surface parking spaces and four garage spaces. The parking lot has a standard central aisle that has points of ingress/egress on both Union Street and West Fifth Street. There are five (5) areas of internal landscaping of which four (4) are "peninsulas." Four (4) internal parking lot trees are proposed and continuous landscaping is proposed between the parking lot and the Union Street and Fifth Street right-of-ways.

The parking lot landscaping standards are met with the following exception: 416 square feet of internal landscaping is required.

Block 1.9 Recommendations:

1. 416 square feet of internal parking lot landscaping is required.
2. A bike rack is suggested in front of the mixed use building at the corner of West Sixth Street and Union Street.

Block 1.10. Boundaries: West Sixth Street, Bancroft Parkway, West Seventh Street and Union Street.

Site Design: Block 1.10 is proposed to have three (3) buildings consisting of 35 total residential units, comprised of flats, and 44,919 square feet of total living space. The primary building will be a three-story low-rise apartment building, comprised of flats, which will be set back from Union Street and will overlook the Bancroft Parkway (see Appendix B, 3.16 - Appendix C, exterior wall section 7.3). The building at the corner of Union Street and West Sixth Street will be two stories with the ground floor being either commercial or community gathering space and the second floor containing two (2) dwelling units. Finally, a three story, four unit apartment building that will be designed to look like townhomes, is proposed at the corner of West Seventh Street and the Bancroft Parkway which will have four rear-loading garages (see Appendix B, 3.13).

Right-of-way: Surrounding block 1.10, nine (9) new street trees will be added to supplement the nine (9) that are to be preserved. Six (6) new street lights are to be installed within the surrounding right-of-way.

Parking lot design: Block 1.10 includes a parking lot with a total of 30 surface parking spaces and four garage spaces. The parking lot has a standard central aisle that has points of ingress/egress on both Union Street and West Seventh Street. There are five (5) areas of internal landscaping of which four (4) are "peninsulas." Four (4) internal parking lot trees are proposed and continuous landscaping is proposed between the parking lot and the Union Street and Seventh Street right-of-ways.

The parking lot landscaping standards are met with the following exception: 416 square feet of internal landscaping is required.

Block 1.10 Recommendation:

1. 416 square feet of internal parking lot landscaping is required.
2. A bike rack is suggested in front of the mixed use building at the corner of West Sixth Street and Union Street.
3. Plan notes should be corrected to reflect total number of dwelling units for block D from 33 to 35 as well as the required parking calculation.

Block 1.11. Boundaries: West Eighth Street, Grant Avenue, West Ninth Street and Union Street.

Site Design: Block 1.11 is proposed to have three (3) buildings, all designed as three story townhomes, consisting of 36 total residential units and 55,701 square feet of total living space. Neighboring block 1.11 is the Woodlawn Library, and existing areas of two-story row homes are also within close proximity.

A six (6) unit building is proposed at the corner of West Ninth Street and Grant Avenue (see Appendix B, 3.12 – Appendix C, external wall section, 7.1). Two elongated buildings are proposed with frontage onto Grant Avenue, the first having fourteen (14) units and the second having sixteen (16) units (see Appendix 3.10, 3.11 – Appendix C, external wall section, 7.1). All of the 3-story units will also have a rear-loading garage which will be accessible via a private rear drive.

Right-of-way: Surrounding block 1.11, six (6) new street trees will be added to supplement the seven (7) that are to be preserved. Two (2) new street lights are to be installed to supplement lights existing within the surrounding right-of-way,

Parking lot design: A parking lot is not proposed for block 1.11.

Block 1.11 Recommendations:

1. Street trees are recommended along the private rear access alley.

Section 2. Street Removal Review

A street vacation is being proposed as an element of the large scale redevelopment project. Springer Street is a narrow one-way secondary street. It measures two blocks in length, runs parallel to Union Street, beginning at West 5th Street and ending at West 7th Street. As part of the Flats proposal, the removal of Springer Street will effectively allow four (4) blocks to be merged into two (2) larger blocks, enabling more design flexibility within the development.

- a. **Transportation Network Analysis:** An analysis was conducted of the potential impact vacating Springer Street would have on the surrounding road network. Examination of Springer Street revealed that its narrow one-way design made it un-ideal for steady or heavy volumes of traffic. Additionally, the fact that it begin and ends as a “T” indicates poor connectivity with the surrounding grid pattern of streets. Visual inspection of the street revealed maintenance issues with the road surface.

Primary impacts due to the Removal of Springer Street: Since the residences that currently reside on and utilize Springer Street are all stated to be redeveloped as part of the phase in which Springer Street is removed from service, no significant primary impacts are expected as a result of the proposed removal. Relocation of existing public utilities within the right-of-way will need to be addressed by coordinating with the appropriate utility provider. Utilities include but are not limited to: water, sewer, gas, telecom and electricity.

The Springer Street removal will allow for the merging of four (4) blocks into two (2), enabling the applicant more flexibility with regard to the design of the Major Redevelopment Project.

Secondary impacts due to the removal of Springer Street: Due to the observed low traffic volume of Springer Street and the lack of connectivity noted above, no significant impact is expected on the surrounding neighborhood transportation network.

b. Comments from City Departments Related to Springer Street

Department of Public Works: Upon entering the infrastructure design stage of the project, the Department of Public Works should be engaged with regard to relocation of the existing sanitary sewer line and possible water line that exist in the Springer Street road bed. A developer agreement must be enacted for any new infrastructure installed that is to be conveyed to the City of Wilmington. In the event sewer lines must be retained through the block, a utility easement and access easement will be needed.

Fire Marshal's Office: Deputy Chief William McKim confirmed on November 8, 2013, that there would be no significant impact to fire or emergency services operations on the redevelopment site as a result of the street removal.

c. Planning Department Comments Related to Springer Street

1. Delmarva Power and local telecom companies must be engaged with regard to the relocation of overhead wires within the Springer Street right-of-way.

Section 3. Large Scale Redevelopment Issues and Recommendations

a. Plan Conformance

The Planning Department has confirmed that the Flats proposal meets the requirements for a large scale redevelopment project, as follows:

1. The proposal is greater than 10 acres (10.48 acres total);
2. The project involves the demolition and/or rehabilitation of properties that are no longer viable and are beyond the point of effective rehabilitation;
3. The applicant is the owner of the property;
4. The Flats proposal is consistent with the Southwest Neighborhood Comprehensive Development Plan (Adopted by City Council on December 5, 1991). The Land Use Plan proposes Medium Density Residential; which supports the intent of the Flats proposal, which combines semidetached and apartment style flats.

b. Comments from City Departments

Department of Public Works: The Department of Public Works notes that street tree permits are required prior to adding, removing or modifying any street tree within Wilmington City right-of-way. Additionally, two new trees must be planted for every existing street tree that is removed. Stormwater and Erosion and Sediment Control plans will need to be submitted to and reviewed by the Department of Public Works prior to the issuance of any building permits. Finally, water and sewer infrastructure mains will need to be evaluated in conjunction with the utility planning for this proposal to ensure suitable capacity exists for the denser blocks. Where capacity may be lacking, sewer and/or water main upgrades may be required.

Fire Marshal's Office: The Fire Marshal's Office requests that bulb-outs located within the parking lots be constructed with rolled curb and gutter rather than traditional curbing so as to be drivable and to better accommodate fire apparatus turning radii in said areas.

Department of Licenses and Inspections: The Department of Licenses and Inspections confirmed that the applicant's proposal is in compliance with City Code Section 48-476 large scale redevelopment projects and had no adverse comments with regard to the proposal. See Attachment 4 for a memorandum of compliance from the Zoning Manager.

c. Planning Department Conditions

The Department of Planning recommends the approval of the Flats Large Scale Redevelopment project subject to the following conditions:

1. Pedestrian connections must be shown between the front entrances of the residential units to the sidewalk as well as from the rear entrances of the units and the associated parking lot and/or internal sidewalk system.
2. Details pertaining to the design, location and construction of the Flats gateway arch must be provided to the Departments of Planning, Public Works and Licenses and Inspections for review.
3. Delmarva and local telecom companies should be engaged to proactively address service issues. For reliability of service, safety and aesthetics, overhead utilities in commercial areas should be located underground where feasible. It is highly recommended that the overhead utilities on the western side of Union Street, between Fourth Street and Seventh Street, be located underground. Additionally, consideration should be given to running overhead utilities internally through blocks, avoiding placement within the public right-of-way surrounding blocks.
4. The Department of Public Works should be engaged to address safety issues and design of the intersection between the Bancroft Parkway, West Ninth Street and Grant Avenue. It is recommended that a small traffic circle, that meets radii requirements for DART buses and is passable for Fire Department apparatus, be investigated for this intersection.
5. A developer agreement is suggested between the Woodlawn Trustees and the City of Wilmington stipulating the terms of transfer for the proposed street lights. Included

within the developer agreement should be a warrantee period for installed fixtures and associated wiring.

6. Bike racks are suggested within the Union Street right-of-way, preferably within close proximity to the two mixed use buildings near Sixth Street.
7. Due to the close proximity of block 1.1 to the Woodlawn Playground, it is recommended that the proposed tot-lot be relocated from within this block to a more central location. Suggested locations for said relocation include utilization of the "greens" in front either of the mid-rise apartment buildings on the eastern corners of the intersection between Bayard Avenue and West Sixth Street.
8. The developer should salvage and reuse, to the extent possible, materials from the demolition process.
9. The developer is encouraged, when feasible, to hire Wilmington based contractors to complete aspects of the development.
10. The recommendations under C.(5), Section 1(b), are to be included in the final site plan.

D. Next Steps

Once the City Planning Commission has made a recommendation for approval, approval with conditions, or disapproval, the project will be forwarded to City Council for the purpose of holding a public hearing, after which Council is expected to act on the proposal. To that end, the Planning Department will coordinate with the Law Department and City Council Staff to prepare the necessary legislation as follows:

1. Resolution scheduling the public hearing to review the "Wilmington Flats" proposal.
2. Ordinance for the approval of the Large Scale Redevelopment Project Site Plan.
3. Ordinance approving the removal of Springer Street.

E. Public Notice

A public notice of the Planning Commission's meeting agenda was posted on the City's website, in the lobby of the Louis L. Redding City/County Building, and was mailed to the standard Commission mailing list recipients on November 12, 2013.

F. Summary

Resolution 8-13 recommends approval, with conditions, of the "Wilmington Flats" large scale redevelopment project, as it has been described, and with the conditions stipulated, per the Planning Department analysis dated November 15, 2013.

Attachments:

1. Concept Plan
 2. Woodlawn Trustees Outreach
 3. Appendices (project illustrations)
 4. Memorandum from the Zoning Manager
- Resolution 9-13

Attachments 1-4 referenced on the previous page (Page 17) have been made available for review in the City of Wilmington's Department of Planning.